

House of Representatives

File No. 630

General Assembly

February Session, 2012

(Reprint of File No. 206)

Substitute House Bill No. 5106 As Amended by House Amendment Schedule "A"

Approved by the Legislative Commissioner May 4, 2012

AN ACT CONCERNING THE PRIVATE RENTAL INVESTMENT MORTGAGE AND EQUITY PROGRAM.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Section 8-400 of the general statutes is repealed and the
- 2 following is substituted in lieu thereof (*Effective July 1, 2012*):
- 3 As used in sections 8-400 to 8-405, inclusive, as amended by this act:
- 4 (1) "Authority" means the Connecticut Housing Finance Authority
- 5 as created under section 8-244;
- 6 (2) "Developer", "mortgagor" or "eligible mortgagor" means (A) a
- 7 nonprofit corporation incorporated pursuant to chapter 602 or any
- 8 predecessor statutes thereto, having as one of its purposes the
- 9 construction, rehabilitation, ownership or operation of housing, and
- 10 having articles of incorporation approved by the authority in
- 11 accordance with the provisions of chapter 134; (B) any business
- 12 corporation incorporated pursuant to chapter 601 or any predecessor
- 13 statutes thereto, having as one of its purposes the construction,

14 rehabilitation, ownership or operation of housing, and having articles 15 of incorporation approved by the authority in accordance with the 16 provisions of said chapter 134; (C) any limited liability company, 17 partnership, limited partnership, joint venture, sole proprietorship, 18 trust or association having as one of its purposes the construction, 19 rehabilitation, ownership or operation of housing, and having basic 20 documents of organization approved by the authority in accordance 21 with the provisions of said chapter 134; or (D) a family or persons 22 approved by the authority as qualified to own, construct, rehabilitate, 23 manage and maintain housing under a mortgage loan made or insured 24 by the authority under the provisions of said chapter 134 and under an 25 agreement entered into pursuant to the provisions of sections 8-400 to 26 8-405, inclusive, as amended by this act;

- (3) "Housing", "housing project", "development" or "project" means any undertaking having as its principal purpose the construction or substantial rehabilitation of safe and adequate housing and related facilities for low and moderate income families and persons, including housing that provides dwelling accommodations in addition to the primary purpose of providing dwelling accommodations for low and moderate income families and persons;
- 34 (4) "Related facilities" means <u>retail</u>, commercial, office, health, 35 administrative, recreational, community and service facilities 36 incidental to housing as determined by the authority;
- 37 (5) "Rent" means the charges, excluding security deposits, paid to a 38 landlord for occupancy of housing financed or assisted under sections 39 8-400 to 8-405, inclusive, as amended by this act;
 - (6) "Project cost" means the total of all costs incurred in the development of a housing project and any related facilities, which are approved by the authority and the Commissioner of Economic and Community Development as reasonable and necessary, including, but not limited to (A) costs of land acquisition, including any buildings located thereon; (B) costs of site preparation, demolition and

2

sHB5106 / File No. 630

27

28

29

30

31

32

33

40

41

42

43

44

46 development; (C) architectural, engineering, legal and other fees and 47 charges incurred in connection with the planning, execution and 48 financing of the project; (D) the cost of studies, surveys, plans and 49 permits required in connection with the project; (E) insurance, interest, 50 financing, tax and assessment costs and other operating costs incurred during construction; (F) the cost of construction or reconstruction, 51 52 including the cost of fixtures and equipment related to such 53 construction or reconstruction; (G) the cost of land improvements; (H) 54 necessary expenses incurred in connection with the initial occupancy 55 of the project; (I) a reasonable profit or fee to the builder and 56 developer; (J) an allowance established by the authority for working 57 capital, replacement and contingency reserves, and reserves for any 58 anticipated operating deficits during the first two years of occupancy; 59 (K) the cost of such other items, including tenant relocation, as the 60 authority and the Commissioner of Economic and Community 61 Development shall deem to be reasonable and necessary for the 62 development of the project, less the amount of net rents and other net 63 revenues received from the operation of any real and personal 64 property located on the project site during construction;

- (7) "Low income unit" means a unit of housing rented to a tenant whose income is below the aggregate family income standards established in sections 8-400 to 8-405, inclusive, as amended by this act;
- (8) "Mortgage" means a mortgage deed or other instrument which shall constitute a lien, whether first or second, on real property or on a leasehold under a lease having a remaining term at the time such mortgage is acquired which does not expire for a number of years beyond the maturity date of the obligation secured by such mortgage that is equal to the number of years remaining until the maturity date of such obligation;
- (9) "First mortgage" means such classes of first liens as are commonly given to secure loans on, or the unpaid purchase price of, real property under the laws of the state, together with appropriate credit instruments;

65

66 67

68

69

70

71

72

73

74

75

76

77

79 (10) "Bonds" means any bonds, notes, interim certificates, 80 debentures or other obligations issued by the state pursuant to sections 81 8-400 to 8-405, inclusive, as amended by this act;

- (11) "Aggregate family income" means the total family income of all 82 83 members of a family, from whatever source derived, including but not 84 limited to pensions, annuities, retirement benefits and social security 85 benefits, provided the authority and the Commissioner of Economic 86 and Community Development may exclude from such income, (A) 87 reasonable allowances for dependents, (B) reasonable allowances for 88 medical expenses, (C) all or any part of the earnings of gainfully 89 employed minors or family members other than the chief wage earner, 90 (D) income not regularly received and (E) such other expenses as the 91 Commissioner of Economic and Community Development may allow;
- 92 (12) "Tenant" means the occupant of any housing unit financed or 93 assisted under sections 8-400 to 8-405, inclusive, as amended by this 94 act;
- 95 (13) "Second mortgage" means any class of second liens ranking 96 immediately after a first mortgage or class of first liens on the same 97 property, without any intervening liens, as are commonly given to 98 secure loans on real property, or the unpaid purchase price of real 99 property under the laws of the state, together with appropriate credit 100 instruments to insure or guarantee repayment in the event of default 101 by the mortgagor.
- Sec. 2. Section 8-401 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2012*):
- 104 Upon preliminary approval by the State Bond Commission 105 pursuant to the provisions of section 3-20, the state, acting by and 106 the Commissioner of through Economic and Community 107 Development, may enter into a contract with a developer, the 108 authority [to provide] or mortgagor of the authority for state financial 109 assistance in the form of grants-in-aid or deferred loans to housing 110 projects financed by the authority through the means of a loan secured

by a first mortgage. [; provided, any such financial assistance to be funded with proceeds of bonds authorized by public or special acts effective on or after July 1, 1995, shall be provided as set forth in this section. Commencing October 1, 1995, upon preliminary approval of the State Bond Commission pursuant to the provisions of section 3-20, the state, acting by and through the department may provide a grantin-aid to the authority for purposes of permitting the authority to extend state financial assistance to a developer or mortgagor of the authority in the form of grants-in-aid or deferred loans to housing projects financed by the authority through means of a loan secured by a first mortgage.] Such grants or deferred loans made to a developer or mortgagor of the authority under this section shall be for construction or rehabilitation of developments containing rental units. The total amount of such grants or deferred loans awarded to a single project shall not exceed an amount equal to one-half of the cost of the project divided by the number of rental units in the project multiplied by the number of low-income units in the project. The total number of lowincome units in any project receiving financial assistance under this section shall be not less than twenty per cent and [, for projects receiving assistance prior to October 1, 1995, and for projects receiving assistance from the proceeds of bonds authorized by public or special acts effective prior to July 1, 1995,] shall not be more than forty per cent of the total number of rental units in the project. No project receiving financial assistance under this section shall contain less than twentyfive rental units. Any grant or deferred loan awarded under this section shall be used to reduce the cost of the project. Loan repayments shall be paid to the State Treasurer and deposited in the General Fund.

Sec. 3. Section 8-402 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2012*):

The state, acting by and through the [Department] <u>Commissioner</u> of Economic and Community Development, may enter into a contract with the authority, developer, or mortgagor of the authority and the authority may enter into a contract with a developer or mortgagor of the authority to provide state financial assistance in the form of rental

111

112

113

114

115

116

117

118

119

120

121

122

123

124

125

126

127

128

129

130

131

132

133

134

135

136

137

140

141

142

143

145 subsidy certificates for each low-income unit in the project. Any 146 commitment to provide such subsidy shall be an obligation of the state 147 or the authority, as the case may be, for a period of not less than fifteen 148 years, and the amount of such subsidy shall be equal to the difference 149 between the amount of rent plus an allowance for heat and utilities not 150 included in the rent approved by the commissioner or the authority, as 151 the case may be, and thirty per cent of the annual aggregate family 152 income of the tenant residing in the low-income unit for each such unit 153 on an annual basis. The rent charged for a low-income unit may not be 154 increased without the approval of the commissioner or the authority, as the case may be. The annual aggregate family income of a tenant for 155 156 the year prior to the occupancy of a low-income unit by the tenant 157 shall not exceed fifty per cent of the area median income, adjusted for 158 family size, as determined by the commissioner or the authority, as the 159 case may be. If such annual aggregate family income after occupancy 160 exceeds seventy per cent of the area median income, adjusted for 161 family size, the unit occupied by the tenant will no longer be 162 considered a low-income unit and the next available unit will be 163 rented to a tenant with an aggregate family income of less than fifty 164 per cent of the area median income, adjusted for family size. No tenant 165 residing in a project will receive financial assistance through a rental 166 subsidy certificate under this section if the aggregate family income of the tenant in the prior year exceeds sixty per cent of the area median 167 168 income, adjusted for family size.

Sec. 4. Section 8-403 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2012*):

171 Upon preliminary approval by the State Bond Commission 172 pursuant to the provisions of section 3-20, the state, acting by and 173 through the [Department] <u>Commissioner</u> of Economic and Community 174 Development, may enter into a contract with a developer, the 175 authority [to provide] or a mortgagor of the authority for state 176 financial assistance [to a mortgagor of the authority] in the form of a 177 loan secured by a second mortgage for any housing project for which 178 the authority has provided financial assistance in the form of a loan

179 secured by a first mortgage. [; provided any such financial assistance 180 to be funded with proceeds of bonds authorized by public or special 181 acts effective on or after July 1, 1995, shall be provided as follows: 182 Commencing October 1, 1995, upon preliminary approval of the State 183 Bond Commission pursuant to the provisions of section 3-20, the state, acting by and through the Department of Economic and Community 184 185 Development may provide a grant-in-aid to the authority, for purposes 186 of permitting the authority to extend state financial assistance to the 187 developer or mortgagor of the authority in the form of a loan secured 188 by a second mortgage for any housing project for which the authority 189 has provided financial assistance in the form of a loan secured by a 190 first mortgage.] Such loan shall be made for the purpose of providing 191 additional financing for the project. Any loan made under this section 192 shall bear interest payable quarterly on the first days of January, April, 193 July and October for the preceding calendar quarter, or at such other 194 times as are determined by the commissioner or the authority, as the 195 case may be, at a rate determined by the State Bond Commission under 196 subsection (t) of section 3-20 and shall be repayable in such 197 installments as may be determined by the commissioner or the 198 authority, as the case may be, within fifty years from the date of 199 completion of the project. Loan repayments shall be paid to the State 200 Treasurer and deposited in the General Fund.

Sec. 5. Section 8-404 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2012*):

Any contract for financial assistance awarded under sections 8-400 to 8-405, inclusive, as amended by this act, [which is funded with proceeds of bonds of the state authorized by public or special acts effective prior to July 1, 1995, or which is funded prior to October 1, 1995, shall, and any other contract may] shall contain the requirement that the state or the authority, as the case may be, shall receive, in exchange for any such assistance, a financial participation in the project. Such financial participation shall be in a proportion which shall not be less than the proportion that the number of low-income units in the project bears to the total rental units in the project. Any

203

204

205

206

207

208

209

210

211

sale of the project, any interest in the project or any of its units shall

- 214 require the approval of the Commissioner of Economic and
- 215 Community Development or the authority, as the case may be, and
- shall be made upon such terms and conditions as the commissioner or
- 217 the authority, as the case may be, may approve.
- Sec. 6. Section 8-405 of the general statutes is repealed and the
- 219 following is substituted in lieu thereof (*Effective July 1, 2012*):

220 The proceeds from the sale of any bonds issued for the purposes of 221 sections 8-401, as amended by this act, and 8-403, as amended by this 222 act, issued pursuant to any authorization, allocation or approval of the 223 State Bond Commission made [prior to July 1, 1990] after July 1, 2012, 224 and of any notes issued in anticipation thereof as may be required for 225 such purposes shall be applied to the payment of the principal of any 226 such notes then outstanding and unpaid, and the remaining proceeds 227 of any such sale shall be deposited in [a fund designated as the 228 "Private Rental Investment Mortgage and Equity Fund" which fund 229 shall be used to make loans or grants authorized by sections 8-401 and 230 8-403] the Housing Repayment and Revolving Loan Fund established 231 pursuant to section 8-37qq. Payments [from the Private Rental 232 Investment Mortgage and Equity Fund] to the developer, [or] the 233 authority or the mortgagor of the authority shall be made from said 234 fund by the State Treasurer on certification of the Commissioner of 235 Economic and Community Development in accordance with the 236 contract for financial assistance between the state and the authority, 237 [or] the developer or the mortgagor of the authority. All payments of 238 state service charges for any housing project as authorized by the 239 commissioner financed from the proceeds of the state's general 240 obligation bonds issued pursuant to any authorization, allocation or 241 approval of the State Bond Commission made [prior to July 1, 1990] 242 after July 1, 2012, shall be paid to the State Treasurer for deposit in said 243 fund. Subject to the approval of the Governor, any expense incurred by 244 the state in connection with the carrying out of the provisions of this 245 chapter, including the hiring of necessary employees and entering 246 upon necessary contracts, may be paid from [the Private Rental

Investment Mortgage and Equity Fund] the Housing Repayment and Revolving Loan Fund.

- Sec. 7. Subsection (b) of section 8-126 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):
- 252 (b) The legislative body of any municipality may dissolve an agency 253 authorized under subsection (a) of this section upon determination 254 that such action would facilitate receipt and processing of federal 255 funds and promote the purposes of this chapter. [Upon] In the event a 256 redevelopment agency to be dissolved has undertaken a project to 257 which the state has contributed financial or other assistance, the 258 legislative body of such municipality shall forward a request for approval to dissolve such agency to the Department of Economic and 259 260 Community Development. Upon receipt of such request, the 261 department shall report, in accordance with the provisions of section 11-4a, to the joint standing committee of the General Assembly having 262 cognizance of matters relating to commerce (1) the nature and amounts 263 264 of such financial assistance, (2) the department's preliminary decision 265 to approve or disapprove such municipality's request, and (3) any 266 other conditions on which such an approval would be based. Within 267 thirty days of receipt of such report, the committee shall advise the 268 department whether said committee agrees or disagrees with the 269 department's preliminary decision and the reasons therefore. If the 270 committee does not provide such advice within thirty days, the 271 department shall proceed to issue its final decision to the legislative 272 body of the municipality. If the department approves such dissolution, 273 the legislative body may designate or create a new redevelopment 274 agency in accordance with the procedure set forth in said subsection 275 (a).
- Sec. 8. Section 8-42 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):
- 278 (a) No commissioner or <u>an executive or managerial</u> employee of an

authority shall acquire any interest, direct or indirect, in any housing project or in any property included or planned to be included in any project, nor shall he have any interest, direct or indirect, in any contract or proposed contract for materials or services to be furnished or used in connection with any housing project. If any commissioner or employee of an authority owns or controls an interest, direct or indirect, in any property included or planned to be included in any housing project, he shall immediately disclose the same in writing to the authority and such disclosure shall be entered upon the minutes of the authority. Failure so to disclose such interest shall constitute misconduct in office. Occupancy of a dwelling unit owned by the housing authority or enrolled in a program of housing authority assistance to low-income families in private accommodations shall not be deemed an interest in any project or in a contract for materials or services or in property included in any project for the purposes of this section.

(b) No person who has served as a commissioner of an authority shall be employed by such authority for a period of two years after leaving office. The provisions of this subsection shall not apply to a commissioner who has served for more than twenty years for a housing authority which does not have an executive director.

This act shall take effect as follows and shall amend the following		
sections:		
Section 1	July 1, 2012	8-400
Sec. 2	July 1, 2012	8-401
Sec. 3	July 1, 2012	8-402
Sec. 4	July 1, 2012	8-403
Sec. 5	July 1, 2012	8-404
Sec. 6	July 1, 2012	8-405
Sec. 7	from passage	8-126(b)
Sec. 8	from passage	8-42

sHB5106 / File No. 630

279

280

281

282

283

284

285

286

287

288

289

290

291

292

293

294

295

296

297

298

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact: None

Municipal Impact: None

Explanation

The bill, which makes programmatic changes to the Private Rental Investment Mortgage and Equity (PRIME) program, has no fiscal impact.

The bill expands PRIME and allows the Department of Economic and Community Development (DECD) to directly provide financial assistance. There is no fiscal impact to DECD as the agency may currently provide financial assistance through the Connecticut Housing Finance Authority.

The bill also requires the proceeds of bonds issued for the PRIME program to go into the Housing Repayment and Revolving Loan Fund (HRRLF). This allows DECD to fund PRIME assistance through proceeds available in the HRRLF. Currently there is a zero balance in the PRIME Fund. The HRRLF currently has a balance of \$1.9 million but all the funds have been committed to projects and administrative expenses. There is no fiscal impact to DECD because the bill does not authorize additional bond funds to DECD to provide assistance through PRIME.

House "A" makes various changes to the underlying bill including:
1) limiting the types of non-housing projects that are eligible for the
PRIME program subsidies, 2) requiring the Department of Economic
and Community Development to review and report its
recommendations concerning the dissolution of certain municipal

redevelopment agencies, and 3) clarifying that an executive or managerial employee of a housing authority may not acquire any interest in any housing project. There is no fiscal impact to any of these provisions.

The Out Years

State Impact: None

Municipal Impact: None

OLR Bill Analysis sHB 5106 (as amended by House "A")*

AN ACT CONCERNING THE PRIVATE RENTAL INVESTMENT MORTGAGE AND EQUITY PROGRAM

SUMMARY:

This bill (1) makes programmatic and administrative changes to the Private Rental Investment Mortgage and Equity Program (PRIME), (2) requires the Department of Economic and Community Development's (DECD) approval for dissolving municipal redevelopment agencies that planned and implemented state-assisted projects, and (3) limits the statutory conflict of interest prohibition that currently applies to all housing authority commissioners and employees to commissioners and executive and managerial employees.

Under the PRIME program, the DECD commissioner subsidizes multifamily housing projects financed by the quasi-public Connecticut Housing Finance Authority (CHFA). The projects must include units that are affordable to low-income people and may include offices, health care centers, and other specified types of non-housing uses. The bill expands the range of such uses to include stores, shops, and other retail uses incidental to the housing. It also caps the proportion of low-income units a project can have to qualify for PRIME subsidies.

The bill also (1) requires the state to receive equity in all PRIME-subsidized projects rather than allowing it to do so for some projects; (2) allows the commissioner to provide subsidies directly to a project's developer or mortgagor instead of only through CHFA; and (3) changes the account for depositing PRIME funds.

*House Amendment "A" (1) eliminates the change the underlying bill made allowing PRIME to subsidize non-housing uses incidental to

13

a project's surrounding neighborhood and (2) adds the provisions regarding redevelopment agencies and housing authority executives and managers.

EFFECTIVE DATE: July 1, 2012

PRIME

Eligible Non Housing Uses

By law, PRIME subsidizes CHFA-financed multifamily housing projects to make them more affordable to low-income people. It does this by subsidizing (1) the construction of new projects or the substantial rehabilitation of existing ones, (2) rents in new or existing projects, and (3) improvements to existing projects. The projects may include offices, health care centers, and other specified non housing uses.

The bill opens PRIME to projects with a broader range of non-housing uses. Under current law, PRIME can subsidize multifamily projects that include commercial, office, health, administrative, recreational, and community and service facilities incidental to the housing. Under the bill, PRIME can also subsidizes projects that include shops, stores, and other retail uses incidental to the housing.

Low-Income Unit Requirement

The bill caps the number of low-income units a CHFA financed project can have to qualify for PRIME subsidies. Current law imposes a cap only on projects that were financed before October 1, 1995, or with bonds issued before July 1, 1995. They qualify for PRIME if no more than 40% of the units are rented to low-income people. Projects that were financed after October 1, 1995, or with bonds issued after July 1, 1995, are subject to a floor. They qualify for PRIME if at least 20% of the units are rented or will be rented to low-income people.

The bill extends the 40% cap to projects in this latter category. Consequently, they qualify for PRIME if at least 20% but not more than 40% of the units are rented or will be rented to low-income people.

Equity Requirement

The bill requires, rather than allows, the state to receive an equity interest in PRIME-subsidized projects in proportion to a project's share of low-income units. Under current law, this option is available only for projects that were funded before October 1, 1995, or with the proceeds of bonds issued before July 1, 1995.

By law the commissioner must approve the sale of any PRIMEsubsidized project, including the sales terms and conditions.

Administering the Subsidies

The bill gives the commissioner options for administering the subsidies. By law, she can provide (1) grants and deferred loans to new projects being developed with a CHFA first mortgage and (2) second mortgages to existing CHFA-financed projects. In both cases, current law allows her to do so only through CHFA. The bill allows her to also provide these subsidies directly to a project's developer or mortgagor.

With respect to second mortgages, the bill allows the commissioner or CHFA to set the interest rate. Under current law, only CHFA can set the rate.

Program Account

The bill changes the account for depositing PRIME funds. Under current law, unused proceeds from the bonds and notes issued for the projects and the service charges DECD collects from the projects must be deposited in a fund established exclusively for PRIME. The bill redirects these funds to the Housing Repayment and Revolving Loan Fund, which was established in 1990 to consolidate the repayments of several bond-funded revolving loan programs. It also requires funds for PRIME's grants, deferred loans, and second mortgages to be drawn from this account.

DISSOLVING REDEVELOPMENT AGENCIES

The bill requires DECD's approval before dissolving a redevelopment agency that undertook a state-assisted project. Under

current law, a municipality's legislative body can dissolve a redevelopment agency if doing so would make it easier to obtain and process federal funds and promote the statutory redevelopment goals. After dissolving the agency, the municipality may designate an existing agency as the redevelopment agency or create a new one. If it chooses to do either, it must follow the statutory procedures for designating or creating such agencies.

Under the bill, the municipality cannot implement the legislative body's decision to dissolve the agency without first requesting DECD's approval. Upon receiving the request, DECD must notify the Commerce Committee, stating:

- 1. the nature and the amount of state assistance the agency received,
- 2. DECD's preliminary decision regarding the request, and
- 3. any conditions DECD would impose on the agency if it were to approve the request.

Within 30 days after receiving DECD's notification, the committee must decide whether it agrees with DECD's decision and so inform DECD. In doing so, committee must state the reasons for its decision. If the committee does not advise DECD within 30 days, DECD may act on its own and notify the legislative body about its final decision.

PUBLIC HOUSING AUTHORITY CONFLICT OF INTEREST

The bill excludes housing authority employees except executives and managers from the law's conflict of interest prohibitions. Current law prohibits all housing authority commissioners and employees from acquiring direct or indirect interest in any (1) housing authority construction or procurement contract or (2) proposed or existing housing authority project, including property that is part of the project.

Current law also requires commissioners and employees to immediately disclose in writing to the authority if they have an interest

in a property that is part of an existing or proposed project. Those that fail to do so commit misconduct in office.

COMMITTEE ACTION

Commerce Committee

Joint Favorable Change of Reference Yea 16 Nay 0 (03/01/2012)

Housing Committee

Joint Favorable Yea 11 Nay 0 (03/16/2012)